

NORWEGIAN CHURCH AID

Desk study
Civil Society for
Accountable Governance
2005 – 2009

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Acronyms

AACC	African Conference of Churches
ACT	Action by Churches Together
CSAG	Civil Society for Accountable Governance
DRC	Democratic Republic of the Congo
ECOS	European Coalition on Oil in Sudan
EU	European Union
GATS	General Agreement on Trade in Services
GFATM	Global Fund to Fight AIDS, Tuberculosis and Malaria
GSP	General Strategic Plan
IGA	Income-generating activities
IOCC	International Orthodox Christian Charities
NCA	Norwegian Church Aid
UMCOR	United Methodist Committee on Relief
WCC	World Council of Churches

Executive Summary

Norwegian Church Aid's (NCA) General Strategic Plan (GSP) for the period 2005 – 2009 aimed at achieving results within five thematic areas:

- 1) Civil Society for Accountable Governance (CSAG)
- 2) Faith Communities Address HIV and Aids
- 3) Communities for Fresh Water and Safe Sanitation
- 4) Men and Women Address Gender-Based Violence
- 5) Regions for Conflict Transformation and Peace Building (CTPB)

As part of the process of developing a new GSP for the next strategy period, NCA commissioned desk studies of results within a selection of the above thematic areas (CSAG, Gender and CTPB). The report is divided into two parts. Part A of the desk study is focused on thematic area number 2) Civil Society for Accountable Governance. The main purpose of the desk study is to provide an overview of all projects that have been funded within CSAG according to six sub-categories which NCA has defined. The six categories are: a) Community development programs; b) Local government; c) Economic justice, d) Legal framework, e) Gender, and f) Capacity-building.

Part B of the Terms of Reference asked the team to summarise results within CSAG for a selected number of countries (Mozambique, South Africa, Regional Southern Africa, Tanzania, Regional Eastern Africa, Mali and Laos) and classify projects according to four categories of approach/methods used by NCA and partners. The four methods of change that the NCA work with:

- a) Right-based approach to development
- b) Mobilizing communities for change
- c) Building alliances and networks
- d) Mutual capacity-development

A team of two consultants linked to NCG Norway conducted the desk study and the analysis in the period from November 2009 to January 2010. The study is based solely upon written reports provided either from coordinators in the field, at the head office in Oslo or from NCA's accounting and project reporting systems (PHS and Maconomy). It should be noted that there are many limitations to such a limited desk study: The study is based on data and statistics classified by NCA in the thematic area of CSAG. The consultants have not excluded or taken out projects even if they could seem to be misplaced in one of the six thematic

areas. Furthermore, there were major challenges in classifying the projects in the eight selected countries into the four above-mentioned approaches.

Main findings

When working with Civil Society for Accountable Governance, the largest category where NCA supports its partners is **addressing local government for ensuring people's access to improved basic services** (category 2). During the last five years (2005-9), NCA has channelled 165 million NOK to this area. The second largest is capacity-building of NCA and partners (around 119 million NOK), followed by community development, gender, economic justice and legal framework.

There has been a great increase in funding for the CSAG thematic area; whereas in 2005, NCA channelled 38 million NOK to this area, in 2009, the total funding over five years had increased to 160 million. It should be noted however that this sharp increase is partly due to changes in NCA's accounting system. Whereas for example, in 2005 NCA did not charge the costs of NCA regional offices (in Nairobi and Laos) and regional representation (Kigali, Khartoum and Addis Ababa for example) to this thematic area, this was done in 2008 and 2009. Despite the changes in the accounting system (from PHS to Maconomy), there is nevertheless a substantial increase in NCA's investments in this thematic area.

Other key findings:

- The funding for Community Development Programs (CDPs) have increased from 3,6 million NOK in 2005 to more than 20 million NOK in 2009. This signifies that NCA and its partners have been focusing systematically on empowering people (the rightsholders) through providing access to basic services such as water, sanitation and income-generating activities.
- Funding for projects that address and keep local governments accountable to ensure people's access to basic services, has doubled from 2005 to 2009. Whereas 22 million NOK was allocated to this advocacy program in 2005, 46 million NOK was channeled to such projects and programs in 2009.
- Economic justice is the category (along with gender) that has seen the largest increase; from two million NOK being allotted to Economic Justice initiatives and programs in 2005 to more than 16 million NOK on a global level in 2009.
- There are great differences between the regions with regards to Economic Justice; in Asia, only 50.000 NOK (one project) has been classified within this sector, while in Africa more than 20 million NOK has been spent on programs related to pro-poor public monitoring etc in the period from 2005 to 2009. Also in Latin-America there is a strong focus on economic justice; five million NOK has been channeled to this category, and it is the second largest category in Latin-America.

- Funding for projects and programs related to legal frameworks is the only category where there has been a decrease in allocated funds from 2005 to 2009 from four to three million NOK.
- There has been a ten times increase in funding allocated for gender, power and governance; from 930.000 NOK in 2005 to more than 13 million NOK in 2008. But also here there are geographic differences; Africa is the geographic region that has the strongest focus on gender and governance followed by Asia, while in Latin-America and Europe there are hardly any projects that have been classified in this category. Also in the global and international development policy programs there is only one project classified in the gender, power and governance category
- The capacity-building of NCA and partners has witnessed a sharp increase; from four million NOK allocated to capacity-building trainings etc in 2005, to a total of almost 62 million NOK in 2009. This is largely due to the change in reporting system from PHS to Maconomy at NCA as many office/ regional representation costs have been placed here in Maconomy that was not in PHS. However, there is still an increase in projects that focus on capacity building that are not administration as well.

With regards to classifying projects according to the theories of change a matrix with an overview of the eight selected countries is annexed to this report (Annex V). The team has reviewed and read reports for most the projects from for the selected countries and can verify that NCA and partners have reported on activity and/or results in the time period 2005-2009, however the following points were observed:

- The projects have been classified, but it has proven difficult to place them within the four categories because the categories overlap. Many projects were found to fit into both the right-based approach category (Category a) or mobilizing communities for change (Category b) based upon the narrative reports submitted by NCA's country offices. One example of this is 13033-1 *Regional participation at climate change negotiations in Poland* financed by the NCA Nairobi office. Two participants travelled to Poland to take part in the negotiations. There is then a capacity building of the two participants that took part, yet at the same time there is an aspect of building alliances as there was many other participants representing various countries in Poland at the same time. Also, if the participants upon returning to Kenya then shared the knowledge they acquired at the conference then Category b) mobilizing communities for change could be applied.
- The reviewed reports contain mainly activities and in general there is a weak reporting on outcomes (i.e. the *change or effect* that the activities have had on the target group). Hence the second part of the study will outline an overview of activity/results only of the projects in the eight selected countries.

- Category d) Mutual Capacity-development is the same as Capacity-building (Category f) under the main categories of CSAG as a whole and thus the same project would be found there. Again, there is overlapping between the categories.
- Due to the above-mentioned challenges of categorizing the different approaches in the eight countries the team was unable to conclude on which of the four approaches or methods of change have been utilized the most or the least, indicate any trend lines or contrast findings between the countries.
- The team would thus caution NCA that the findings in Annex V should be regarded as a guideline only and a means to; on the one hand give an idea of what approaches have been used, and on the other hand as a indication of the challenges that exist with utilizing the current 4 approaches.

Some recommendations

The findings and conclusions outlined in this desk study lead to the following recommendations for the further evaluation of the GSP period 2005 – 2009 to be conducted 2010.

- In order to get a more thorough assessment of the impact of NCA's Accountable Governance, it will be useful for NCA to conduct field studies in selected countries as this desk study is based solely on written report.
- A challenge related to this desk study is the reporting format that NCA is utilizing. Lack of uniformity in reporting on CSAG from one country office to another lead to difficulties in mainstreaming the findings into clear-cut categories as required by the TOR. On the other hand, it is a highly valuable exercise if NCA is able to utilize the lessons learnt from this study and thus change the reporting formats and requirements.
- As this desk study outlines trends according to what categories are worked on in the regions, It is advisable to consider if there is a real need for this focus in the specific region that is not the case for another region. This mapping might then be useful as a means to gain an overview of the work conducted and make recommendations for necessary changes if applicable.
- If CSAG as a thematic area will continue in the next strategy period (form 2010), NCA is advised to work more on **clarifying and defining the different methods of work** (the HOW of theories of change) in order to make them more functional.

1. Introduction

1.1 Background

Norwegian Church Aid's (NCA) is a church based diaconal organization working with long-term development assistance, emergency relief and advocacy across the globe. In the last decade, NCA has developed strategic plans to guide its international work. For 2005-9, the General Strategic Plan (GSP) aimed at working within the thematic areas outlined above.

A major motivation for this desk study is related to the GSP which states that a "thorough documentation of results and lessons learned should be provided for the five thematic priorities and for the focus and priority countries during the 5-year GSP's period". This will enable NCA to assess and improve its performance and to demonstrate its relevance, legitimacy, efficiency, sustainability and effectiveness to its stakeholders. On this basis NCA is planning to undertake a global thematic evaluation of its work with partners on "Civil Society for Accountable Governance", as NCA has conducted within the fields of HIV-AIDS and Water and Sanitation. This desk study was meant to be a preparation for the upcoming evaluation.

1.2 Scope of study

The desk study will look at NCA's Accountable Governance portfolio from 2005-9 and address the following¹:

- Categorise all the implemented projects and programs according to the given six categories.
- Map all projects to make an overview of work undertaken and resources spent (financial wise).
- A table/matrix mapping NCA projects according to category, and of selected countries results and methods of change used

The end product should be a report which will be a mapping document that will form the bases for the evaluators of the GSP evaluations on Civil Society for Accountable Governance and be relevant for NCA's further work in this area.

The tasks will be undertaken under the supervision of the advisers on Civil Society for Accountable Governance Odd Evjen, Gwen Berge and Merete Skjelsbæk.

¹ From Terms of Reference

1.3 Methodology and limitations

A team of consultants linked to NCG was asked to conduct the desk study. Vibeke Vatne Larsen has been in charge of the desk work and Nora Ingdal has quality-assured and monitored the work.

The data collection has been divided into two main phases:

- Defining the six sub-categories within the AG thematic area. NCA made a list of categories, and the consultants operationalised the categories practically when classifying 632 projects and programs from the GSP period 2005 – 2009. Hence, the interpretation of the categories used in this desk study is a means to understand what is meant by the categories. However, the interpretation provided in this desk study is one of perhaps several. NCA can use this interpretation in the continual work on defining the categories on which work on SCAG is based.
- The statistics and the analysis of this study depend on the classification of projects in the six categories. As well as on what projects have been placed within the priority area of AG in the reporting systems (PHS and Maconomy).
- Collecting data statistics from NCA's accounting reporting systems (PHS and Maconomy)². Here the team first operated with incorrect allocated funds for 2008, and later had to replace all these findings. This created time pressure. As a result the team concentrated mainly on part A on the desk study, and part B serves more as a brief summary on results of the GSP period for the selected countries.
- Category 5 'Gender. Power and governance' cuts across all the other categories hence in this desk study it often ends up being a sub-category rather than the main. For an in-depth understanding of how much has been allocated specifically for this it would be advisable to undertake a more thorough evaluation.
- The reports read by the consultant reports largely on activity and little on outcomes. Hence this part (part B) of the study will outline an overview only of the projects in the eight selected countries.
- As the mapping for the eight selected countries on results achieved is aimed at providing an overview the consultants have summarised the results reported on

² NCA introduced a new accounting system Maconomy in 2007 and moved gradually away from PHS.

during the GSP period in brief. Consequently results will also be left out of this mapping as to include all results is not the object of this desk study.

- This desk study will highlight results from the mapping itself. The analysis will depend fully on these results and the context of NCA work will be beyond the scope of this desk study.

2 Findings Part A: Mapping of CSAG projects

2.1 Definitions

Outlined underneath are various definitions related to this desk study.

Civil Society for Accountable Governance (CSAG) is defined in the following way:

Accountable governance and broad democratic participation constitute preconditions for eradicating poverty, building sustainable communities and upholding human dignity. In many countries where Norwegian Church Aid works, civil society needs to:

- make more efficient use of the existing political space in order to influence policies in favour of the rights of the poor and vulnerable
- make the existing political space more open and transparent
- claim new political space in national, regional and global arenas in order to give poor and vulnerable people a stronger voice in the decisions that affect their lives

Church networks and civil society organizations represent broad constituencies, including the poorest and most vulnerable members of society. In addition, churches have traditionally performed essential roles with regard to the provision of basic services, such as health care and education. In many regions of the world churches have proven themselves to be especially effective agents for providing basic services to the poorest groups in society. One of the main challenges to service providers is ensuring that service delivery is supplemented by efforts seeking to empower the poor to claim these services as basic rights. Recent focus on national poverty reduction strategies provides new opportunities for constructive policy engagement between civil society and government at the national and local level.

Norwegian Church Aid is rooted in a Scandinavian tradition of promoting cooperation among state, market and civil society actors as a valuable and preferred model for social development. Norwegian Church Aid acts through churches and other civil society partners who possess extensive experience in service delivery and the empowerment of poor people. Through Civil Society for Accountable Governance, Norwegian Church Aid wishes to share its experience in this field. Norwegian Church Aid also wishes to support partners in their efforts to achieve better and more accountable governance, as well as to enhance the role

of government in the protection of the interests and rights of all citizens. These efforts aim to strengthen the influence of civil society organisations on local, national and international policies with a view to securing basic rights for poor populations, and to support the Millennium Development Goal of building global partnerships for sustainable development.

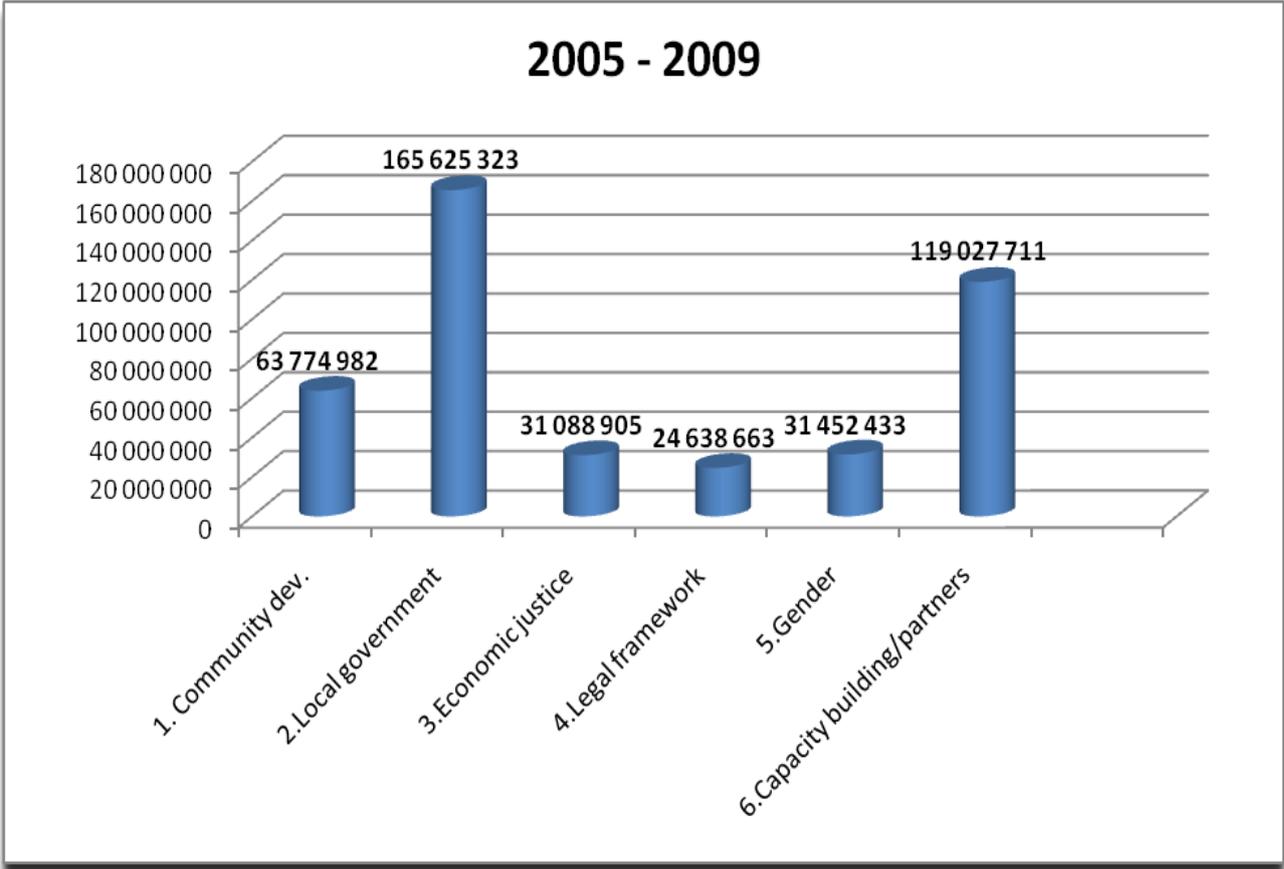
2.2 Findings – results

Categories in total

Among the six categories under the thematic area CSAG, the largest one in terms of funding is category 2) Local Government where there has been a total of 165 million NOK channelled during the current GSP period (2005-9).

Category 6), Capacity-building of NCA and partners has been allocated almost 120 million, followed by categories 1) Community development with 64 million NOK, category 5). Gender with 31 million NOK, 3) Economic justice has 31 million NOK and finally in category 4) Legal framework a total of 25 million NOK has been allocated.³

Figure 1 Total funding 2005-9 per category



³ Note that the term ‘allocated’ is used because the desk study is based on allocated funds per PID recorded in PHS and later Maconomy and not based on funds disbursed.

Translated into figures, in the table below, this implies for all CSAG projects from 2005 – 2009:

Table 1 Total funding 2005-9 per category (NOK)

	2005	2006	2007	2008	2009	Total
1. Community dev.	3 671 258	8 006 615	14 956 696	18 588 287	20 262 126	65 484 982
2. Local government	22 988 975	30 819 633	25 281 441	37 987 733	46 995 615	164 073 397
3. Economic justice	2 825 200	3 249 763	5 242 303	8 760 374	16 612 950	36 690 590
4. Legal framework	4 041 600	7 513 133	6 939 355	5 074 669	3 295 425	26 864 182
5. Gender	930 000	1 909 416	3 299 000	13 654 708	11 659 309	31 452 433
6. Capacity building	4 319 947	3 606 068	5 090 151	41 765 803	61 818 121	116 600 090
Total	38 776 980	55 104 628	60 808 946	125 831 574	160 643 546	

Findings according to category

The six sub-categories of the thematic area Civil Society for Accountable Governance are defined as below. Please note that there were several methodological challenges of defining projects and programmes into exact categories as there are overlapping and several categories that could fill them. Thus, in order to place the various projects in the most applicable category as possible there was a need to redefine the categories. In the definitions below, consultants have elaborated on their understanding of the categories.

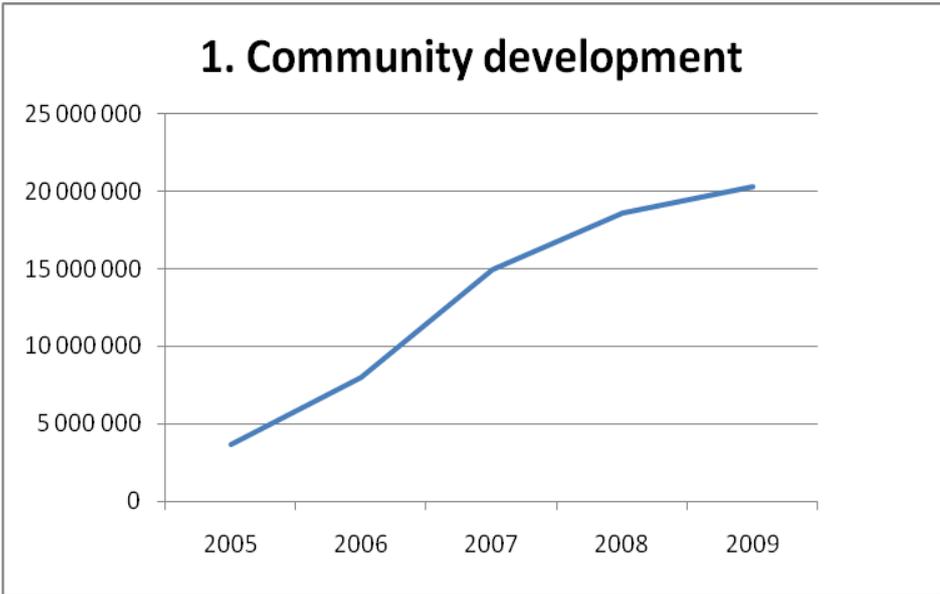
2.2.1 Community Development programs

NCA definition of Community Development Programs (CDP) has a focus on sustainable livelihood and integrated rural development as an entry point for peoples' empowerment and development of participatory citizenship.

Projects aimed at covering the very basic needs. There tends here to be a rural perspective. Herein is income generating activities that aim at empowering people included.

As seen in the figure below, the funding for CDPs have increased from 3,6 million NOK in 2005 to more than 20 million NOK in 2009. This signifies that NCA and its partners have been focusing systematically on empowering people (the rights holders) through providing access to basic services such as water, sanitation and income-generating activities. Assessing **how** this is done by NCA and partners, i.e. which approaches have been applied to mobilize and/or ensure that people participate in their own development and access to basic services is highlighted more in Part II of this report.

Figure 2 Funding to Community Development 2005-9



2.2.2 Addressing local government for access to improved basic services

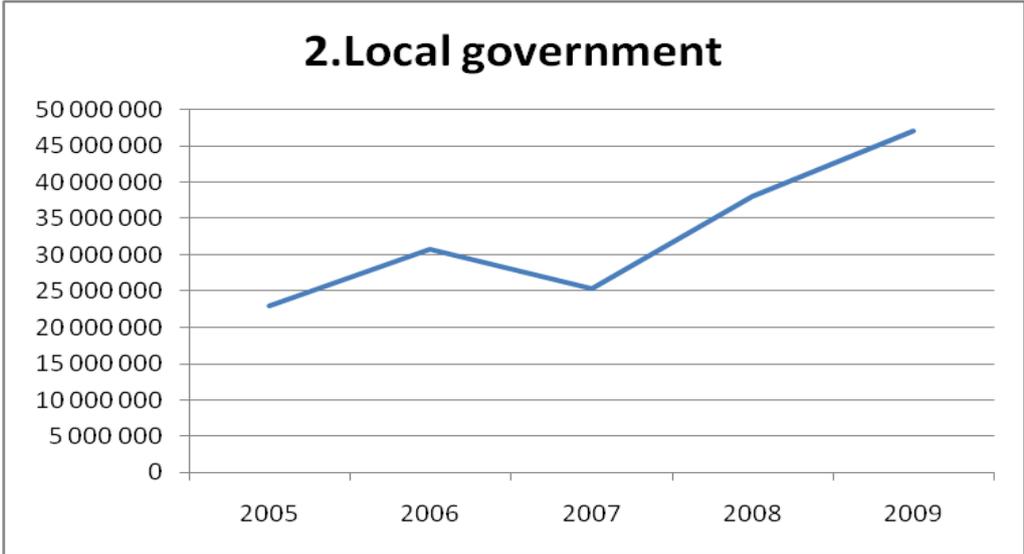
NCA definition of this category is: initiatives to empower citizens to engage in local governance and holding governments accountable for improved access to quality of basic services.

This category incorporates two large components; good governance and basic services i.e. water, sanitation and health, which is challenging when defining the projects to one category only.

As opposed to Category 1) Community Development, the projects that fall into this category are those that focus on empowerment by using methods of communication, media, education and training on rights when addressing local government. This category also encompassed work on youth and indigenous people. Projects that do not have a specific advocacy component for addressing local government are excluded from this category.

The table below shows that funding for projects that keep local governments accountable, has **more than doubled from 2005 to 2009**. Whereas 22 million NOK was allocated to this advocacy program in 2005, 46 million NOK was channelled to such projects and programs in 2009.

Figure 3 Funding for projects addressing local governments 2005-9 (NOK)

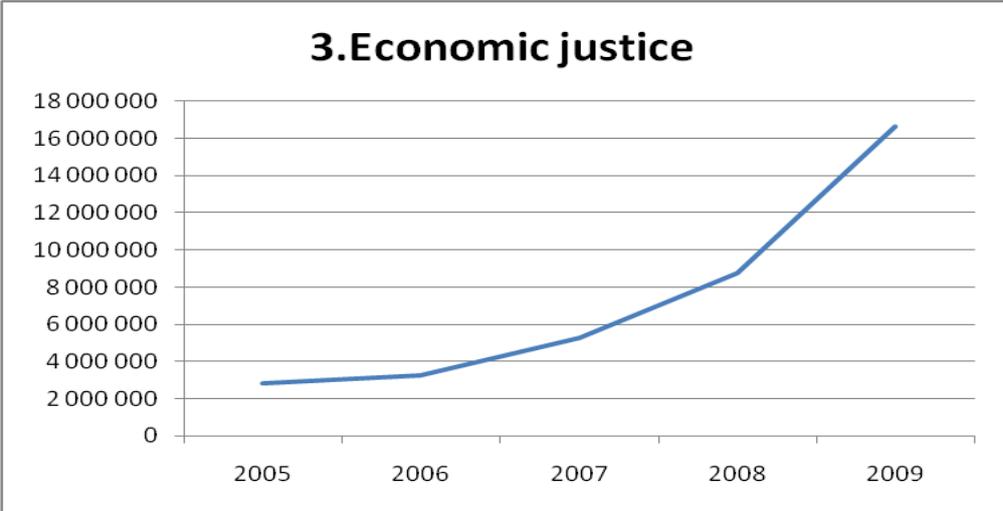


2.2.3 Economic justice for the poor

NCA defines the category of economic justice for the poor as “advocacy for pro-poor political, trade, debt, corporate social responsibility (CSR) and accountable governance of natural resources, including working with *Publish what you pay* (PWYP)”.

The consultants’ understanding is that this category refers to advocacy on the national and international level on the thematic area of economic justice. Included in this category is Public expenditure tracking surveys, public and social audits and different tools and trainings for teaching the rights holders how to monitor and audit local governments, private companies and institutes/organizations.

Figure 4 Funding for projects related to Economic Justice 2005-9 (NOK)



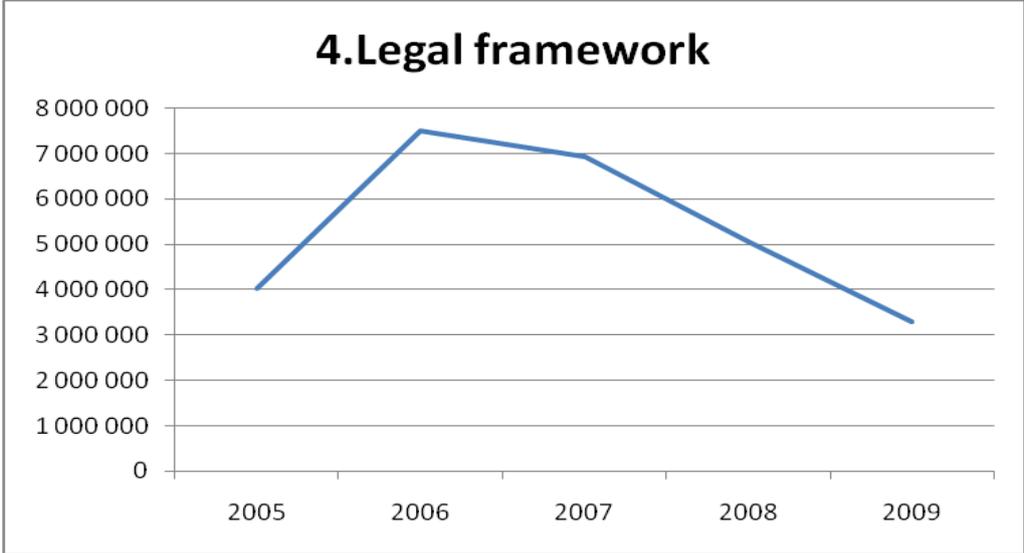
The table above shows that this category (along with gender) is the one that has the largest increase; from two million NOK being allotted to Economic Justice initiatives and programs in 2005 to more than 16 million NOK on a global level in 2009. As noted below in the findings per geographic region, there are great differences between the regions with regards to this category. In Asia, only 50.000 NOK (one project) has been classified within this sector, while in Africa more than 20 million NOK has been spent on programs related to pro-poor public monitoring and the likes in the period from 2005 to 2009. Also in Latin-America there is a strong focus on economic justice; five million NOK has been channeled to this category, and it is the second largest category in Latin-America.

2.2.4 Legal frameworks, rule of law and human rights.

NCA has defined this category as projects and efforts that work to balance the different interest, addressing discrimination and protect the rights of vulnerable groups.

The consultants have classified all projects that address legal rights, are law based, human rights and democracy within this category.

Figure 5 Funding to legal framework 2005-9 (NOK)



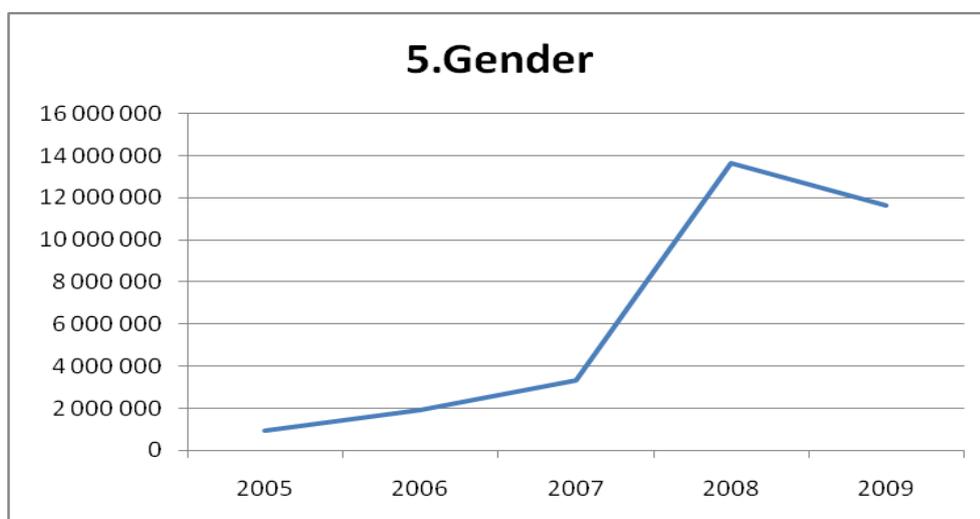
The figure above shows that the **category of Legal framework is the only category where there has actually been a decrease in allocated funds from 2005 to 2009**, while in the years 2006 and 2007 there was an increase. The changes in funding for this category need to be further explored by selecting case studies for more in-depth study.

2.2.5 Gender, Power and governance

NCA defines this category as work that cuts across all the other sub-categories within the thematic area of CSAG. For example programs that address patriarchal and decision making structures and tradition within faith-based organizations and society.

This category cuts across all categories. However on projects with a strong focus on women empowerment the project has been classified in this category. How projects have been categorized in CSAG and not under the 4th GSP thematic area of ‘Men and Women Address Gender-Based Violence’ seem to be related to the governance component of the projects. However, it should be clear that this category is probably the one with most risks of overlap.

Figure 6 Funding for gender, power and governance



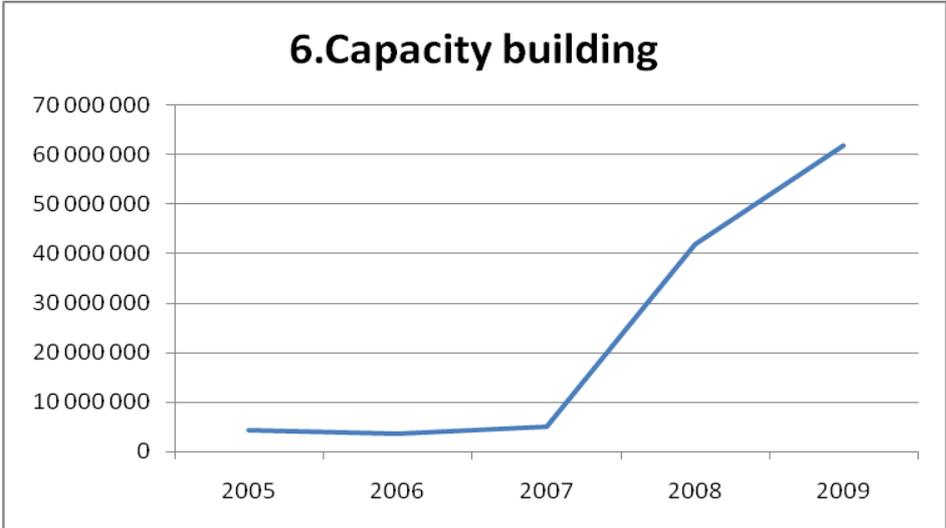
According to the figure above, there has been **more than a ten times increase in funding allocated for gender, power and governance in the period from 2005 to 2009**. Whereas 930.000 NOK was allotted to this category in 2005, it had increased to more than 13 million NOK in 2008 and with a slight decrease to 11,6 million NOK in 2009.

2.2.6 Capacity building of NCA and partners

NCA's definition of capacity-building for NCA and partners related to CSAG is that projects related to financial management, RBA training, advocacy training, programming monitoring and evaluation etc are part of empowering NCA partners - and indirectly the rights holders in strengthening civil society, and thus civil society can play a stronger role in being a "watchdog" and monitor of government and private companies and organizations. Divided internal NCA and /or partners and external right holders and duty bearers.

The consultants have classified all projects that have a main focus on building capacity of partners and NCA. It should be noted that when introducing Maconomy, NCA started charging costs related to the NCA regional offices to this category.

Figure 7 Funding to Capacity-building for NCA and partners 2005-9 (NOK)



Also this category has witnessed **a sharp increase; from four million NOK allocated to capacity-building trainings etc in 2005, a total of almost 62 million** NOK was charged to this category in 2009.

This increase is largely a result of the change in reporting system at NCA from PHS to Maconomy. In Maconomy many office and regional representation charges have been placed under CSAG, whilst they during 2005- 2007 (PHS period) were not. However, the consultants did also notice an increase in capacity building that are not administrative costs, but this will not be noticeable in the graph above as also allocations for offices and regional representation have been placed in this category.

2.3 Categories per region

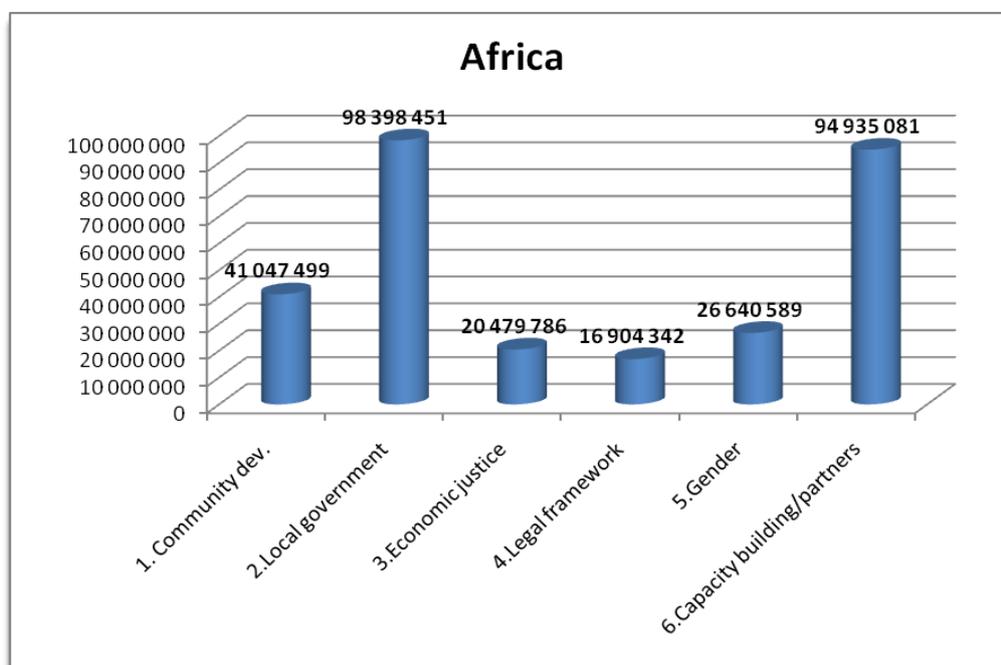
Classified according to the geographic regions, there are great differences between the regions; in Africa there is a clear focus on Category 2) Addressing local government for access to improved basic health) and category 6 (Capacity building of NCA and partners)⁴.

2.3.1 Africa

The largest shares of the CSAG for the Africa region have been allotted to addressing local government and holding them accountable to their citizens (98 million) and to capacity-building projects for NCA and partners (almost 95 million NOK). Furthermore there is a strong focus on empowering people to access basic services in rural areas (41 million NOK for CDP), and all together 26,6 million NOK have been allocated to projects addressing gender, power and governance.

Africa is the geographic region that has the strongest focus on gender compared to Asia, Latin-America, Europe, global and international development policy.

Figure 7 Funding to Africa 2005-9 (NOK)



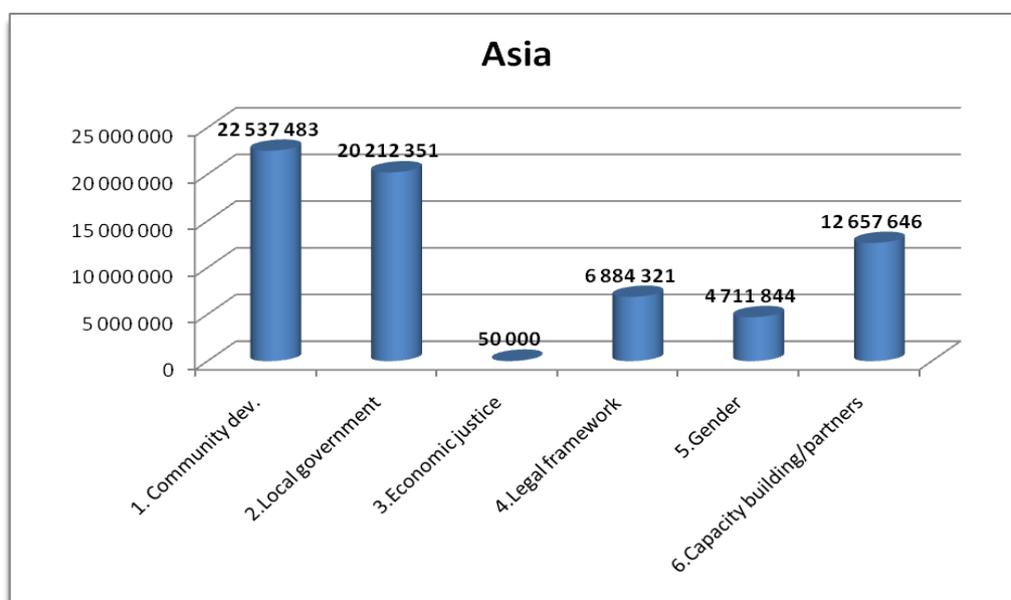
⁴ Administration costs have also been placed in category 6, as many of the regional office/representations were placed here in 2008 and 2009 when NCA moved from PHS to Maconomy.

2.3.2 Asia

In Asia there is a much stronger focus on category 1 (Community development) as well as on category 2) compared to Africa which has more focus on capacity-building. Another interesting finding is that there is little focus on category 3 (Economic justice) in Asia for the GSP period, whilst this has been a greater focus in Africa.

Projects promoted legal frameworks, rule of law and democracy (category 4) have also received a relatively large share of the budgets in Asia. In total, almost seven million NOK has been channeled to this category in Asia over the last five years. After Africa, Asia is the geographic region that has received most funding on projects related to gender, power and governance (4,7 million NOK).

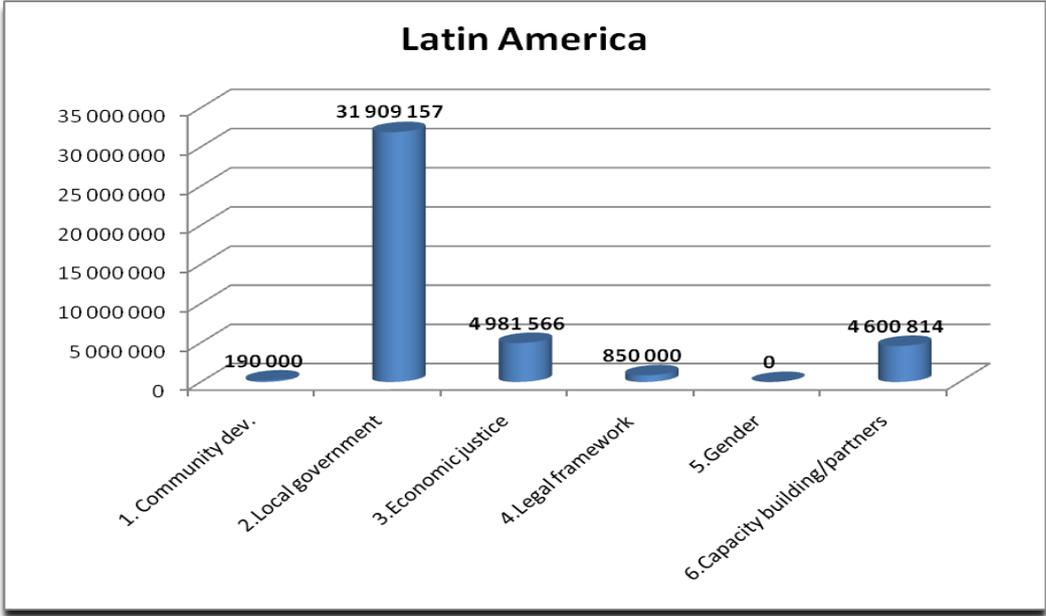
Figure 8 Funding to Asia 2005-9 (NOK)



2.3.3 Latin America

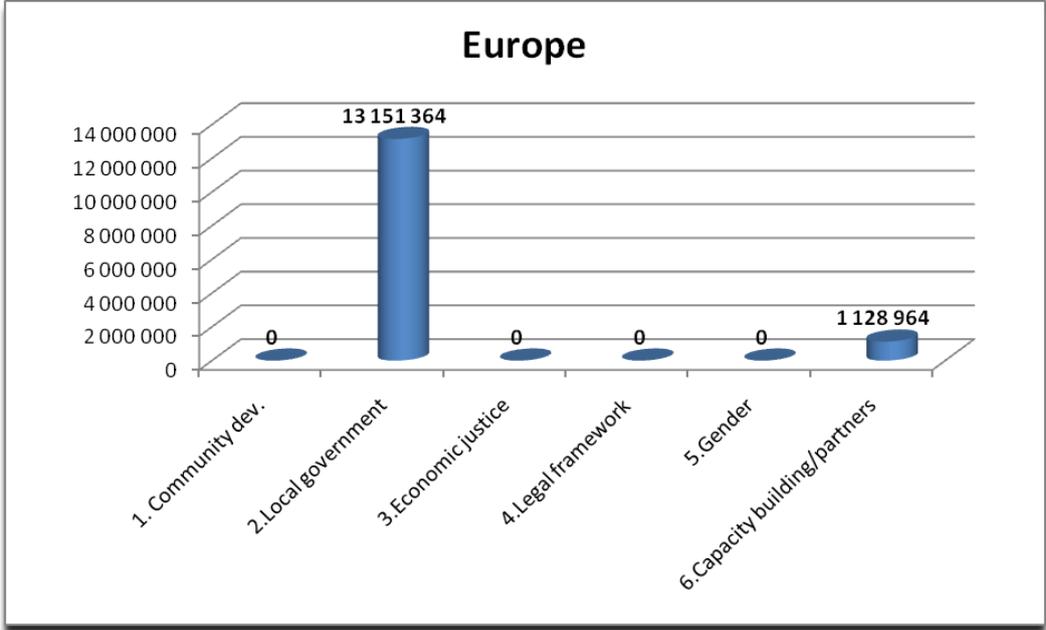
In Latin America the majority of the projects on CSAG fall within category 2 (Addressing local government for access to improved basic services). And the second largest category in Latin America is category 3 (Economic justice), which comparatively larger in Latin America than in Asia. It is notable that not one project was found to be correctly classified in the category of gender, power and governance.

Figure 9 Funding to Latin-America 2005-9



2.3.4 Europe

Figure 10 Funding to Europe 2005-9



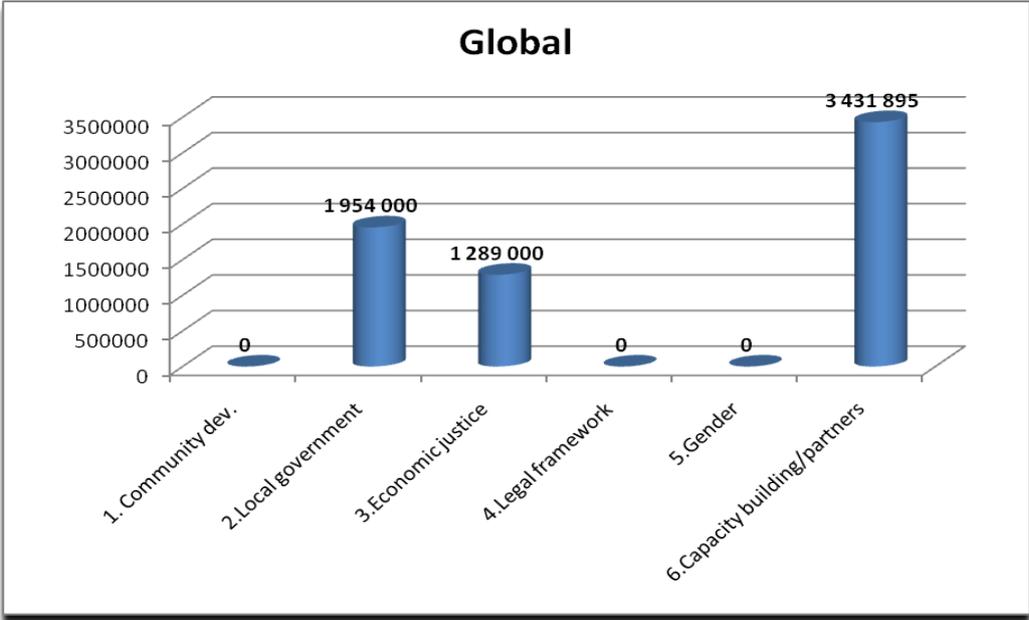
In Europe there has been work on AG only within two of the categories, namely; category 2 and 6. By large the projects have been on category 2 local governance. There has also been some on category 6, and for the case of Europe this is largely due to administration costs.

2.3.5 Global programs

As seen in the figure below, for the Global projects category 2 and 6 are allocated most in terms of funding. Worth mentioning here is that category 3 has also been a prominent focus. Comparatively category 3 has been the largest for the International Development Policy programs.

Category 6 has large allocations for all programs and regions; however a significant amount of this allocation is on what can be assumed to be administration costs of running regional offices.

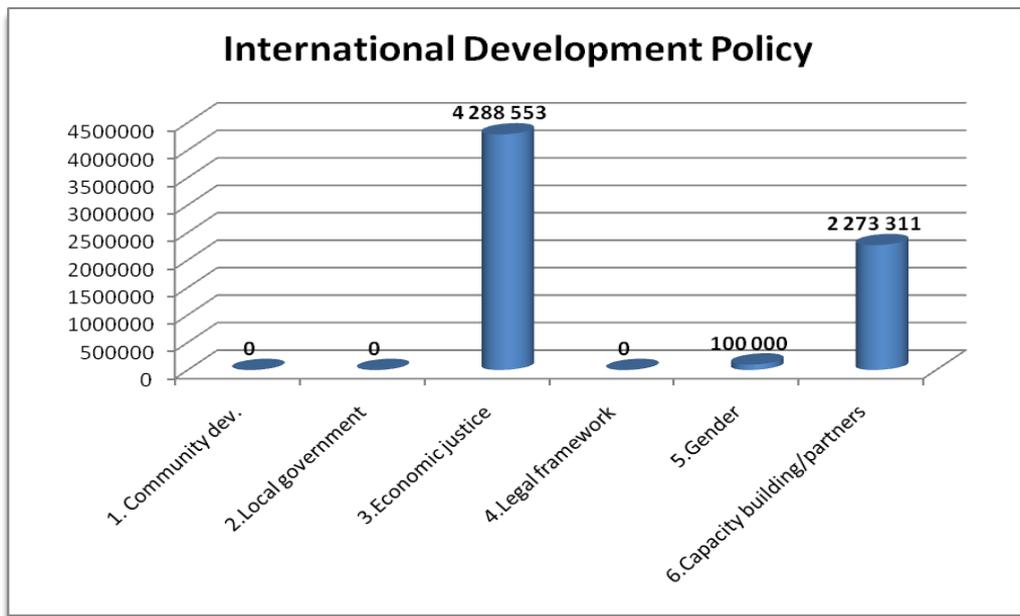
Figure 11 Funding to Global Programs 2005-9



2.3.6 International development policy

Looking at the statistics presented in the figure below according to the years from 2005 to 2009, it is noted that 4,2 million NOK in this sector has been channelled to particular projects under the category economic justice focusing on illegitimate debt and category 6) capacity-building for NCA and partners.

Figure 12 Funding to International Development Policy



3 Findings Part B: Approaches for working with CSAG in selected countries

Eight countries were selected for a categorization of methods of change used in the various projects for this desk study. These countries are; Mozambique, South Africa, Regional Southern Africa, Tanzania, Regional Eastern Africa, Mali and Laos. The consultants have classified the projects according to the theories of change in a matrix for each of the eight countries annexed to this report.

As mentioned above there are difficulties attached to defining projects into these four theories of change as they are overlapping and projects often have several components within them so that more than one of these theories of change will be applicable. The consultants have therefore categorized according to the definitions outlined underneath by NCA as best as possible. However, it is essential here to make clear that this categorization is conditional and the matrix provided is intended as a guideline and an overview for the further evaluation to be conducted on CSAG.

3.1 Theories of change: (methods – how NCA work)

The four theories of change as defined by NCA are:

- a) Right-based approach to development
- b) Mobilizing communities for change
- c) Building alliances and networks
- d) Mutual capacity-development

a) RIGHTS-BASED APPROACH TO DEVELOPMENT⁵

Influence the Norwegian government and United Nations to work for the establishment of an international compliance procedure for the Covenant on Economic, Social and Cultural Rights.

Linkages between i) core partners' programmes for the rights-based empowerment of poor populations, ii) provision of basic services and iii) national policies and programmes for provision of basic services

⁵ Theories of Change as defined by NCA

The empowerment of poor and vulnerable populations with regard to their civic and political involvement, placing particular emphasis on participation of women, youth, minorities and indigenous peoples

Support access to sustainable food security through national and international governments regulations

b) Mobilizing communities for change

Support partners in awareness building in society related to environmental protection and climate change issues.

The empowerment of poor and marginalised societies with regard to the linkages between democratic governance, sustainable management of natural resources and poverty reduction.

Support engagement by partners and strategic alliances with their national governments with a view to using existing political space more effectively and claiming new political space for poor and vulnerable groups.

People-centred monitoring of policies and budgets for poverty reduction (including monitoring for gender bias)

Economic justice initiatives for sustainable debt burdens, the cancellation of illegitimate debts, trade justice and the regulation of market actors by national governments

Use of communication technology and the media to improve access to information for poor populations so as to make their voices heard

Church and society uniting to induce elected officials and civil servants to “play by the rules”, address corruption and engage in dialogue with poor and vulnerable constituents

c) Building Alliances and Networks

Identification of relevant local resource partners and networks, which can provide competence in people-centred monitoring of policies and budgets and facilitate linkages with core partners.

Cooperation with core and resource partners linking agendas for the advocacy of accountable governance and economic, social and cultural rights to Norwegian, regional and global agendas and initiatives.

d) Mutual Capacity Development

Provide financial and human resources for capacity building in core partners with regard to rights-based programmes, economic and political literacy, communication skills and technologies, accountable governance and transparency (internal anti-corruption efforts).

Support the development of communication and advocacy capacities among strategic alliances with a view to engaging multilateral institutions and IFIs in issues identified by and rooted in national contexts and local communities

3.2 Findings

The consultant has reviewed all the case countries (Mozambique, South Africa, Regional Southern Africa, Tanzania, Regional Eastern Africa, Mali and Laos) and found varying degrees of results ranging from the 38 projects in Tanzania to the 13 in Mozambique. In Tanzania mining advocacy for Economic justice is the thrust of NCA-Tanzania's operations and activities under the accountable governance and economic justice thematic area. For example the number of Public Expenditure tracking (PETS) committees increased during 2009 from 81 registered to 91. Furthermore the interfaith VICOBA groups are community groups established in various districts and villages of Tanzania comprising of members with a common purpose of pooling together financial resources through buying shares and thereafter using these shares to borrow smalls loans from the common pool for development and poverty eradication. These projects on SCAG in Tanzania enjoy fine evaluations in the reports.

In Mozambique the CSAG programs are targeted at contributing towards awareness building of Christian Council of Mozambique (CCM) member churches on issues of governance and to find ways on how to interact with local government and call them to account for the administration of the government. It also facilitates the establishment of forums for training, discussion and debate with the purpose of influencing the formulating and implementation of policies in the field of social-economic justice and civic education. Positive impact is being recorded at local level, an initial review conducted by NCA showed increased interest by trained participants to mobilize and engage communities and local municipalities especially on planning and budget issues. Some of the trained participants have now been officially invited by the local authorities to sit in the planning and budgeting committees to ensure that the people also have a voice in the running of matters important to their day to day lives. This is a significant success towards achieving NCA objectives under this thematic focus.

Furthermore, the consultants have read reports from the partners, evaluations, and reports from head office and from regional offices from 2005 – 2009 for the eight selected countries. For all the countries there has been reports that verify activities conducted according to project plans overall. At some instances delays or an inability to conduct an activity was reported, however, for the majority of the projects the planned activities was conducted as according to plan. Due to time constrictions and difficulty acquiring all necessary documentation there will not be results documented for all the projects in this desk study-

In the process of reviewing results for the selected countries it deemed an intricate process as there for some projects there are many reported results and for some none or little reported on results. Also, in the reports it is often activity that is reported on and not results/outcomes. As such the team regarded it important to provide merely a brief overview of documented results (in annex V), as an overall mapping is the aim of this desk study both on part A and B.

Due to the challenges of categorizing the different approaches in the eight countries the team was unable to conclude on which of the 4 approaches (methods of change as outlined above) utilized most or least is, indicate any trend lines or contrast findings between the countries. However, in annex V the team has categorized all projects on SCAG for the selected countries, but this should be regarded a guideline only and a means to; on the one hand give an idea of what approaches have been used, and on the other hand as a indication of the challenges of the current 4 approaches.

NCA is currently in the progress of redefining the methods of change approaches. To that end the consultants have encountered challenges when applying the categories as mentioned above in the methodology section of this desk study. The main challenges lie in the overlapping nature of the approaches, especially approach a) and b) - (and to some extent d)). When applying the approaches to specific projects it proved often difficult to place the projects as a result. The team therefore recommends that the approaches are made clearer and more operational by defining the approaches more rigidly, as to avoid overlap between the approaches, and as a result divide into more approaches. The team does not have any further recommendations as to have this should be done as it is beyond the scope of this study.

4 Summing up

Norwegian Church Aid's (NCA) General Strategic Plan (GSP) for the period 2005 – 2009 aimed at achieving results within five thematic areas, and this desk study is focused on thematic area number 2) Civil Society for Accountable Governance. The main purpose of the desk study has been to provide an overview of all projects that have been funded within CSAG according to six sub-categories which NCA has defined. In doing so, the consultants made an overview of all projects and made several observations. Overall the largest category in total for all CSAG projects for the whole GSP period is addressing local government for ensuring people's access to improved basic services (category 2). 165 million NOK has been the total allocation to this category. The second largest is capacity-building of NCA and partners (around 119 million NOK), followed by community development, gender, economic justice and legal framework.

Furthermore, there has been a great increase in funding for the CSAG thematic area; whereas in 2005, NCA channelled 38 million NOK to this area, in 2009, the total funding over five years had increased to 160 million.

Economic justice is the category (along with gender) that has seen the largest increase; from two million NOK being allotted to Economic Justice initiatives and programs in 2005 to more than 16 million NOK on a global level in 2009. There are great differences between the regions with regards to Economic Justice; in Asia, only 50.000 NOK (one project) has been classified within this sector, while in Africa more than 20 million NOK has been spent on programs related to pro-poor public monitoring etc in the period from 2005 to 2009. Also in Latin-America there is a strong focus on economic justice; five million NOK has been channeled to this category, and it is the second largest category in Latin-America.

When it comes to capacity-building of NCA and partners this category witnessed a sharp increase; from four million NOK allocated to capacity-building trainings etc in 2005, to a total of almost 62 million NOK in 2009. This is largely a result of the change from PHS to Maconomy and the change then was that cost for regional offices and regional representation was placed within CSAG. Yet at the same time the consultants did observe an increase in did category regardless of this.

In addition the TOR asked the team to summarise results within CSAG for a selected number of countries (Mozambique, South Africa, Regional Southern Africa, Tanzania, Regional Eastern Africa, Mali and Laos) and classify projects according to four categories of approach/methods used by NCA and partners. The four methods of change that NCA work with proved challenging to place projects within, as the methods are not clear-cut and

overlapping occurred in many of the projects. However an overview has been provided of all projects on CSAG for all the eight selected countries (in Annex V).

Annexes

Annex I - Terms of Reference

TERMS OF REFERENCE FOR DESK STUDY OF NORWEGIAN CHURCH AID'S CIVIL SOCIETY FOR ACCOUNTABLE GOVERNANCE PORTFOLIO

JANUARY 2005 – NOVEMBER 2009.

1. Background

Norwegian Church Aid (NCA) is one of the largest Norwegian International Development Agencies. It is a church based diaconal organization, which works with long-term development assistance, emergency relief and advocacy across the globe. NCA shares a vision of a just world and work respectively with people and organizations of all faiths. As such, NCA empowers right holders, and strive to achieve human dignity for all regardless of race, nationality, gender, political persuasion or religious beliefs.

One of NCA's five thematic Priorities is "Civil Society for Accountable Governance". Accountable governance and broad democratic participation constitute preconditions for eradicating poverty, building sustainable communities and upholding human dignity. In many countries where Norwegian Church Aid works, civil society needs to: make more efficient use of the existing political space in order to influence policies in favour of the rights of the poor and vulnerable make the existing political space more open and transparent claim new political space in national, regional and global arenas in order to give poor and vulnerable people a stronger voice in the decisions that affect their lives

Church networks and civil society organisations represent broad constituencies, including the poorest and most vulnerable members of society. In addition, churches have traditionally performed essential roles with regard to the provision of basic services, such as health care and education. In many regions of the world churches have proven themselves to be especially effective agents for providing basic services to the poorest groups in society. One of the main challenges to service providers is ensuring that service delivery is supplemented by efforts seeking to empower the poor to claim these services as basic rights. Recent focus on national poverty reduction strategies provides new opportunities for constructive policy engagement between civil society and government at the national and local level.

Norwegian Church Aid is rooted in a Scandinavian tradition of promoting cooperation among state, market and civil society actors as a valuable and preferred model for social development. Norwegian Church Aid acts through churches and other civil society partners who possess extensive experience in service delivery and the empowerment of poor people. Through Civil Society for Accountable

Governance, Norwegian Church Aid wishes to share its experience in this field. Norwegian Church Aid also wishes to support partners in their efforts to achieve better and more accountable governance, as well as to enhance the role of government in the protection of the interests and rights of all citizens. These efforts aim to strengthen the influence of civil society organisations on local, national and international policies with a view to securing basic rights for poor populations, and to support the Millennium Development Goal of building global partnerships for sustainable development.

1.1 Norwegian Church Aid's Focus

Within this thematic priority, will support core partners in their efforts that aim to empower poor and vulnerable groups with a view to civic and political participation and to work actively for improving systems of constitutional checks and balances, e.g. through separating the power of the executive, legislative (parliament) and judiciary branches of government.

Norwegian Church Aid will therefore focus on:

- cooperation between civil society organisations, local and national governments
- linkages between i) core partners' programmes for the rights-based empowerment of poor populations, ii) provision of basic services and iii) national policies and programmes for provision of basic services
- the empowerment of poor and vulnerable populations with regard to their civic and political involvement, placing particular emphasis on participation of women, youth, minorities and indigenous peoples
- the people-centred monitoring of policies and budgets for poverty reduction (including monitoring for gender bias)
- economic justice initiatives for sustainable debt burdens, the cancellation of illegitimate debts, trade justice and the regulation of market actors by national governments
- support access to sustainable food security through national and international governments regulations
- church and society uniting to induce elected officials and civil servants to "play by the rules", address corruption and engage in dialogue with poor and vulnerable constituents
- the use of communication technology and the media to improve access to information for poor populations so as to make their voices heard

2. Reasons for the evaluation

A major motivation for the evaluation is a commitment to the principles of accountability and transparency. NCA's *Global Strategic Plan (GSP) 2005-2009* states that a thorough documentation of **results** and **lessons learned** should be provided for the five thematic priorities and for the focus and priority countries during the 5-year GSP's period. This will enable NCA to assess and improve its performance and to **demonstrate** its **relevance, legitimacy, efficiency, sustainability** and **effectiveness** to its stakeholders.

On this basis NCA is undertaking a global thematic evaluation of its work with partners on "**Civil Society for Accountable Governance**".

3. Scope of Desk Study

The desk study will look at NCA's Accountable Governance portfolio during the time in question and address the following tasks:

Categorise all the implemented projects and programs according in to the given six categories categories (see attachment)

Map all projects to make an overview of work undertaken and resources spent (financial wise) .

Summaries results and achievements (2005-2009) on the six categories from selected countries based on reports. (activities implemented, output, outcome or impact depending on what is used in the report given)

Summaries how NCA and partners have worked in the selected project and programmers according to four categories and any lessons learned or analysis of the strategies used based on reports.

The end product should be a report which will be an mapping document that forming the bases for the evaluators of the GSP evaluations on Civil Society for Accountable Governance and be relevant for NCA's further work in this area.

The tasks will be undertaken under the supervision of the advisers on Civil Society for Accountable Governance Odd Evjen, Gwen Berge and Merete Skjelsbæk.

4. Documents to cover

According to prepared specified list

Reports from selected countries: country reports, annual project reports and possible evaluations reports and other relevant documents (From PHS or provided by responsible PC).

Possibly complementing interviews with NCA staff.

The mapping will be based on the inputs that the consultant has received within 5th December 2009.

5. Deliverables

A brief report summarizing the use of funds the six categories overall for the five year 2005-2009, per year and per year per region.

A table/matrix mapping NCA projects according to category, and of selected countries results and methods of change used. (See attachment for suggested table)

Deadline for submitting the two deliverables is 26th January 2010.

6. Time frame/length:

From 23 November – 31 December 2009.

7. Payments:

The assignment will be remunerated with a lump sum of NOK 70 000 incl VAT based on an invoice from NCG.

Annex II - Mapping all projects

Annex III - Allocation per category per year in total/ per region

Annex IV - Allocation per category in total/ per region

Annex V - Mapping all projects by selected countries